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ABSTRACT

The Farmers' Functional Literacy Program has been conducted in conjunction with an intensive agricultural development program in the villages of India since 1968. A recent innovation of significance to developing countries, the program incorporates the concept of linking education to development. This joint venture of three governmental ministries is financed by UNDP/FAO/UNESCO. The Ministry of Agriculture provides the farmers with training and field demonstration facilities; the Ministry of Education provides functional literacy training; and the Ministry of Information and Broadcasting relays special types of farm broadcasts for the benefit of participant farmers. This curriculum of language and numerical skills in the functional literacy program is related to practical agricultural production. Instructions are given in 11 local languages. From 1968 to 1975, the program benefited more than 300,000 adult farmers in 107 districts. Part-time instructors have used a combination of the synthetic and analytical methods of teaching. The program has been significant in these ways: greater farmer response due to immediate use value; the higher the achievements in literacy, the greater the knowledge, awareness, and adoption of modern agricultural practices; and a minimal drop-out rate. (YLB)

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FARMERS' FUNCTIONAL LITERACY PROGRAM IN INDIA*

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FARMERS' FUNCTIONAL LITERACY PROGRAM IN INDIA

(Abstract)

The Farmers' Functional Literacy Program has been conducted in conjunction with an intensive agricultural development program in the villages of India since 1968. The main aim of this pioneering program is to link education to development in two ways: 1) to bring about socio-economic changes with particular emphasis on increased agricultural production, and 2) to increase the attainment and use of literacy skills and knowledge.

The program is a joint venture of three governmental ministries and is financed by UNDP/FAO/UNESCO. The Ministry of Agriculture provides the farmers training and field demonstration facilities, the Ministry of Education provides functional literacy training, the Ministry of Information and Broadcasting relays special types of farm-broadcasts for the benefit of participant farmers.

The curriculum of language and numerical skills in the functional literacy program is related to practical agricultural production and instructions are given in 11 local languages of India. The program benefited more than 300,000 adult farmers in 107 districts during the seven-year period of 1968-75. The goal for the year 1980 was 1.3 million beneficiaries.

The program has been significant in the following ways:

1. The response of the farmers to the functional literacy approach has been greater than traditional literacy programs mainly due to the immediate use value which increased the farmers' motivation and social prestige.

2. The large majority of the respondents could prepare a simple farm plan and increased average yield per acre.

3. There was a significant improvement in knowledge, awareness and adoption of modern agricultural practices.

4. The drop-out rate was minimal.

FARMERS' FUNCTIONAL LITERACY PROGRAM IN INDIA

I. INTRODUCTION

I would like take this opportunity to present a paper entitled "Farmers' Functional Literacy Program in India" at the 1982 Annual Meeting of National Adult Education Conference in San Antonio, Texas. As we all know here, the theme of the conference is "Innovations to the Learning Community." The Farmers' Functional Literacy (FFL) Program fits very well.

In America, I learned that adult educators and policy makers are heavily emphasizing the computer literacy to everyone. In this conference, Mr. Smith also discussed the importance and usefulness of micro-computers for extension agents and farmers. This is the literacy position in the developed country, where virtually all adults have attained a minimum of educational threshold of literacy[1]. Now let me discuss briefly the problem of illiteracy in the developing countries. The majority, almost 70 to 80 per cent, of the farmers or agricultural workers in many of these countries are <u>illiterate</u>. While the expansion of schooling has managed to decrease the illiteracy rate of world adult population, education has not kept pace with high population growth rates. Thus the total number of adult illiterates continue to increase. In 1970, there were 742 million illiterate adults in the world, in 1980 there were 814 million, and in 1990 there will be 884 million, unless massive measures are undertaken to tackle the illiteracy. It is

estimated that about one-fourth of the world's current population is illiterate.

Since 1946, literacy has been the major concern of UNESCO. Its current literacy effort was the Experimental World Literacy Program (EWLP), carried out from 1967 to 1973 in collaboration with UNDP in 11 countries. The EWLP was built around the concept of functional literacy "- the idea that the very process of learning to read and write should be made an opportunity for acquiring information that can immediately be used to improve living standards . . . . . " (Final Report of the World Congress of Ministers of Education on the Eradication of Illiteracy, Tehran, 1965).

Functional Literacy Rather Than Literacy

Recently, the process of all-round development in India has changed the concept of adult education significantly. It is no longer confined to traditional literacy in 3 R's alone. The changing socio-economic scene in the nation demands overall development of human resources. Functional Literacy is now being recognized as an integral part of an individual personality. The sixty-five year plan for 1978-83 lays emphasis on programs of adult education including eradication of adult illiteracy elementary education for everyone and vocational training at center, state, district and village levels.

Literacy Statistics

In 1951, 16.6 per cent of the people in India could read and write. The percentage went up to 24.0 in 1961 and 29.44 in 1971. India

continues to increase its number of illiterates by four million every year.

According to the 1971 census, Kerala had the highest literacy rate, 69.75 per cent. Tamil Nadu and Maharastra came next with 45.77 and 45.40 per cent respectively. Chandigarh led the union territories with a percentage of 70.43. Despite the rise in the literacy rate and the total number of litirates, the number of illiterates has increased from 330.4 million in 1961 to 380.6 million in 1971 due to the fast growing population.

Rural folk and women form the bulk of illiterates. In 1971, more than half the people, nearly 60 per cent were literate in urban areas whereas less than a fourth of the rural population, 27.89 per cent were literate. Kerala topped the states in women's literacy also, the percentage being 62.53. Maharastra with 31.00 and Tamil Nadu with 30.92 stood second and third respectively. Among the union territories, first place was held again by Chandigarh with 63.15 per cent.

Farmers' Functional Literacy (FFL) Program is one of the recent innovations of significance to developing countries where the concept of linking education (not only vocational training) to development, particularly for increasing food and fibre production, which has been highly emphasized.

The Farmers' Functional Literacy Program has been conducted in conjunction with an intensive agricultural development program in the villages of India since 1968.

II. FARMERS FUNCTIONAL LITERACY PROGRAM

The Farmers' Functional Literacy Program was declared an international project in 1969, yet financial responsibility for its execution was entrusted almost exclusively on the India governments (of a total of $4,308,000 in actual project expenditures, UNDP contributed $143,800). It is surprising to note here that the government allocated more funds to the program than was actually spent. A total of 20 million rupees was alloted to the Farmers' Functional Literacy Program between 1964 and 1974.

Organization

Farmers Functional Literacy Program is a joint venture of three governmental ministries and is financed by UNDP/FAO/UNESCO. The Ministry of Agriculture provides the farmers training and field demonstration facilities, the Ministry of Education provides functional literacy training, the Ministry of Information and Broadcasting relays special types of farm broadcasts for the benefit of participant farmers.

India is a federally organized nation and has five administrative levels (National, State, District, block and village).

At The National Level: The union Ministry of Education and Social Welfare is responsible for overall planning, and financing of the literacy program in various states and districts.

The Directorate of Adult Education provides technical and professional support to the program in the form of material, media and methods, training, supervision and guidance, and evaluation.

At The State Level: The state education department implements the Functional Literacy Program in the districts through the existing infrastructures. However, there is little variation in this pattern. In Madhya Pradesh, it is the social welfare that implements the program and in Rajasthan the Extension Department of Udaipur Agricultural University takes the responsibility.

At The District Level: The District Education Officer exercises overall supervision and control of the project. He selects the villages and target groups, the Superviser's guide and coordinates the implementation of the project in his district. He is assisted in his work by a team of supervisors, either six partners (at the ratio of one for 10 classes) or two full-timers (each in charge of 30 classes) or a combination of both.

At The Village Level: For each functional literacy group, an instructor, preferably drawn from the same area where the class is organized and having agricultural background, is engaged on a part time basis, on a modest monthly remuneration. Outstanding farmers, leaders of farm clubs and social workers assist the instructor in bringing the necessary agricultural competence, but only 7.5 million rupees were utilized. The failure to employ available resources to the full can be largely attributed to the administrative entanglements, and slowness of implementation was reported.

The main aim of this pioneering program was to link education to development.

Objectives

The broad objectives of the Functional Literacy Program were:

1) to bring about a socio-economic change with particular emphasis on increased agricultural production, and

2) to increase the attainment and use of literacy skills and knowledge for agricultural promotion in the learning-teaching process.

Theoretical Framework

Recent analysis of the modernization process mentioned three points. First, no developed societies have low rates of literacy[5]. Second, there is an important linkage between development and literacy which is instrumental information seeking and exposure to various communication media[3]. In agricultural innovation it was found to be one of the most important variables. Third, motivation for self development is directly related to the social values of the society and to incentives and constraints for learning new skills.

However, the basic idea underlying Farmers' Functional Literacy Program was that there is a direct correlation between bio-physical ingredients in agriculture, between inputs such as new seed varieties, fertilizer, water and credit, and the upgrading of human resources through training, information, literacy and agricultural know how. In essance, this is an integrated system approach to "Green Revolution."

Assumptions

1) Adults involved in improved farming practices would be interested if it comes to them as a part of knowledge necessary for their agricultural betterment and increased income.

2) A program of functional literacy is helpful in understanding complex agricultural technologies.

3) Functional Literacy Program is a composite one including reading, writing, numeracy, socio-economic knowledge, agricultural knowledge, and practical experiences.

III. METHODOLOGY

Definitions

Literate - the indian census, 1961, defined a literate as one who could both read and write. Whereas UNESCO considers a person literate if he/she has the working knowledge of arithmetic in one language.

Illiterate - one cannot read, write, and have no working knowledge of arithmetic.

Semi-illiterate - if a person has some or partial working skill of reading, writing and arithmetic.

Traditional Literacy - is extensive and diffuse in character, aiming at the education of as many illiterate as possible, and confining itself to an elementary knowledge of reading, writing and arithmetic in the initial stages.

Functional Literacy - literacy operations are oriented towards development, integrated with development activity, and made a component part of a development project. It is not an isolated and separate activity viewed as an end itself; it should be seen from the viewpoint of development which leads to technical and vocational training; all aspects of a functional literacy program (planning, location, learning, material, clientele, timing, financing, etc.) are different from traditional literacy (see the Table).

TRADITIONAL AND FUNCTIONAL LITERACY PROGRAMME

PROGRAM ASPECTS	TRADITIONAL LITERACY	FUNCTIONAL LITERACY
Objective	The objective is imparting of a means of communication.	The objective is dissemination of message and knowledge, acquisition of skills and know-how, acquiring of new attitudes-self realisation. To link literacy with human functions
Concept	A way of learning to read the written and printed word	A training for development. Education of the personality as a whole. Education for participation.
Approach	Diffused-extensive	Intensive-selective.
Location	Geographical area	Environment-part of development projects
Planning	Territorial approach-literacy programme as an isolated self-sustained feature	Educational Programme correlated with other (socio-economic or socio-cultural) objectives. Component of larger multi-purpose schemes.
Clientele	Illiterate adults	People for whom illiteracy is a bottleneck for their development and action.
Content	3 R's	Literacy, numeracy + 'something' much more.
Reading Material	Uniform-single ABC	Diversified, adaptable, tailor-made problem-oriented, problem-solving - learning material.
Structure of the Programme	Literacy + follow up	Integrated pattern of education, training and hearing.
Teaching Personnel	Primary school teachers, single teacher	Vocational training instructors, skilled workers, teachers, technicians, outstanding farmers - working in teams.

PROGRAM ASPECTS	TRADITIONAL LITERACY	FUNCTIONAL LITERACY
Timing	Academic year	Based on the schedule of production.
Role of Illiterate Learners	Learners are individual entities isolated from the context of their social group and environment - abstract men.	Individual is part of a sociological group group - concrete men.
Financing	Free-will contributions - social welfare budgets	Funds are part of economic investment, linked to socio-economic investment funds.
Evaluation	Measuring of quantitative and pedagogic results	Measuring of its direct and indirect impacts, as well as of its social and economic efficacy.

Source - Farmers' Functional Literary Program
(India Government Publication)

Selective Approach

The functional literacy program was carried out (1) in the areas where the high yielding varieties scheme was operating; (2) among farmers for whom their illiteracy was an impediment in improving agricultural practices.

Selection of Districts: The selection of districts was made in close coordination with agricultural authorities, parallel to the "Green Revolution" measure and requirements.

Selection of Villages: Villages were selected for locating the functional literacy classes on the basis of an initial survey of areas covered under: (1) High Yielding Variety Program (HYVP); (2) educational intrastructure available in villages; (3) magnitude of illiteracy and identification target group for opening functionally literacy classes; (4) besides exploring possibilities of locating centers with local community support.

Base line surveys of the selected areas were conducted to seek the help in determining the content of the teaching and learning process, and the instructional requirements of the learners.

Program Coverage

The Farmers' Functional Literacy Program covered all the states of India except Tripura. Started in three districts in 1967-68, the project has reached to 107 districts covering more than 32 million acres during the seven-year period of 1968-75. It is recorded that more than 300,000 adult farmers have been benefitted through this program. The goal for the year 1980 was 1.3 million beneficiaries.

IV. CURRICULUM DEVELOPMENT

The National Directorate of Adult Education was responsible for the curriculum content and methods and the provision of preparation of teaching materials. The concrete content - subjects or themes were identified by undertaking a pilot study in the Jaipur District. The curriculum development proceeded as follows: (a) a survey was made to find out the needs and requirements of farmers cultivating the high-yielding varieties of crops and applying modern methods and practices with regard to those crops. (b) needs and problems as perceived by extension workers and technical experts. (c) the problems, needs were classified and arranged in order of priority. (d) a sequence of remedial measures were prepared with the help of agricultural specialists. (e) the sequences were aligned with calenders of agricultural operation. (f) a syllabus was prepared which indicated working tasks. (g) and the complex working tasks were sub-divided into primary working operations and suitable inventory of knowledge and skills was developed for each task.

The functional literacy methods that were decided upon used spoken word, visual non-verbal communication and verbal communication.

The Directorate of Adult Education prepared in this way its first book in Hindi, containing 18 lessons to be covered in a six month period. This book was prepared on the findings in Lucknow district in a sorghum growing area mainly with small farmers. This was followed by a set of five supplementary readers and work books based on high-yielding varieties of crops such as wheat, rice, corn, sorghum and barley. These supplementary readers were expected to take the next few months of the program.

The first book was accompanied by a teacher's guide which is designed to help the teachers in the methodology of using the book, correlating agricultural practices with literacy skills. The instructors were given in 10 languages of India viz, Assamese, Bengali, Gujrati, Hindi, Kannada, Marathi Oriya, Panjabi, Tamil and Telgu, etc. A major problem was getting Hindi language materials translated, tested and revised to meet local conditions in non-Hindi speaking areas.

Learners

The principal groups were illiterate and simi-illiterate farmers living in the high-yielding varieties program district at the time. Each district was implementing 60 functional literacy classes, and each class averaged 30 participants.

In many cases, classes enrolled non farmers, or children under the age of 14, simply to fill out their ranks. Additionally, in some cases the learners in the functionally literacy classes were not the same as those participating in the agricultural component of the program. This is an example of a wide spread lack of coordination between the literacy and agricultural components of the program at all administrative levels.

Instructors

Functional literacy classes were conducted by part time instructors. Most of these were rural school teachers selected from the local areas where the functional literacy classes were conducted. The ratio was 1:30 instructor to learner. The training of these instructors was the responsibility of the district, but rapid program expansion frequently diluted the quality of training. Each district appointed either six part

time or two full-time supervisors, who were responsible for the sixty functional literacy instructors. Supervision, in turn, was initially the responsibility of the district literacy officer who could devote only a small fraction of his time to inspecting literacy classes. In 1972-73, therefore, his responsibility was entrusted to a full time literacy project officer. District level project officers were responsible to the state ministeries of education. And at national level, the principal officer of the Directorate of Adult Education was in charge.

Severl short comings related to personnel were:

1. High turn-over rate of personnel at all administrative levels.
2. Lack of committed personnel.
3. Training problem of non-agricultural instructors.

Consequently, many instructors, despite the functional content of the teaching materials, tended to pursue traditional academic methodology, stressing traditional 3 R's skills.

Learning and Teaching Process

The methods experimented with the FFL Program were based on inductive approach of teaching including the two steps focussing on the learner:

(1) a combination of oral instruction, audio-visual communication, dialogues and discussions, demonstration and practical field work

(2) increasing learners' participation and active involvement in searching solutions for problems in daily work.

The methods used for literacy teaching were:

Synthetic Method: Starts with the basic elements, namely, the alphabet, and continues through building upwards the syllables, the words and sentences to bring in the meaningful content.

Analytical Method: Begins with meaningful units in a language such as a word or a sentence and comes down through analysis to the basic elements of the language necessary to build the new word required for use.

Consequently a combination of both the above methods were used in the literacy teaching and preparing the first books for the functional literacy program.

Testing of the Educational Results: Tests were based on the syllabus covered under the functional literacy course and the field requirements of the local farmers in their daily occupation of farming related to high yielding varieties of crops. This set of tests are to be adapted to suit the local conditions and the language of the region. In particular, it was expected that at the end of the functional literacy course a literate person would be able to read simple materials especially prepared for neo-literate, on the subjects related to agriculture in high yielding varieties of crops at the speed of about 50 words per minute and comprehend them and thoughfully react to them. He was expected to have mastery over 1,500 most commonly used words related to farming. He was also to have a reasonable speed in writing and mastery over computational skills required in his farming work.

Training for Program Personnel

The training of teachers is organized by the district project staff. The training of supervisors and orientation of district-level officers were initially organized by the Directorate of Adult Education. Overall, a series of four regional training courses for program officers were held during July - September 1974.

Evaluation

Evaluation was strictly written into the first plan or operation of Indian literacy programs. Most evaluation utilized a post-facto design, employing control groups.

Evaluation data does indicate that the project had significant overall effect on participant behavior. There is no way in which this effect can be analyzed, however, interms of cost/benefit per participant because of lack of the data.

The results were sufficiently favorable for UNESCO and UNDP to grant the extension of Functional Literacy Program.

V. MAIN FINDINGS

The program has been significant in the following ways:

(1) The response of the farmers to the functional literacy approach has been greater than the traditional literacy program mainly due to the immediate use value which increased the farmers' motivation and social prestige.

(2) Regarding the reading skill and comprehension, it was found that sustained learning, 60% of the respondents had a speed of 10 to 20 words per minute, 20% had a speed of 40 words per minute. The average participant could understand 2/3rds of what he read; many of them could understand and comprehend whatever they read.

(3) The one of the more elaborate studies (for Lucknow District) showed that literacy achievement and knowledge of high yielding varieties of wheat and its related practices had a direct relationship. In other words, the higher the achievements in literacy, the greater the knowledge of wheat (HYP) and its related practices. Although the general behavior relating to adoption of the four practices; viz., seeds, fertilizers, implement and insecticides (at all four stages, viz., awareness, interest, trial and adoption) in experimental groups were higher than the control group.

(4) The results from the Jaipur study indicates with regard to awareness and understanding of basic agricultural technology related to HYP crops of wheat and millet. There was an increase of the order of more than 70% from pre-survey stage to

post survey stage in the experimental group, the corresponding increase in the control group being much lower; with regard to the attitudinal change towards the experimental group moved from 23.3 at pre-program stage to 27.0 at post-program stage, with almost no change in the control group.

(5) It was reported that with the use of functional literacy skills, the large majority of respondents (80-90%) could prepare a simple farm plan regularly.

(6) The participants of Farmers' Functional Literacy Program had more favourable attitudes toward modernization, and socio-economic improvement of their rural communities than non-participants.

(7) The 'drop-out' rates have in many places been minimal (below 10%).

(8) The annual income of those participanting as compared to non-participants.

(9) The structural and organizational patterns of the program were not matching to its goals; high targets and rapid expansion resulted in a great strain on the administrative machinery; the necessary inputs such as adequate and timely budgetary allocations, competent teachers, learning materials efficient transportation and other adequate facilities were not fully provided, consequently it affected the quality and quantity of the program.

VI. RECOMMENDATIONS FOR FUTURE EXPANSION OF FFL PROGRAM

Due to encouraging and significant results of FFL program, the Indian Government has recommended the further expansion of FFL program (the fifth five-year plan 1974-79) in the following directions:

(1) interms of coverage, the program should be implemented in 175 districts.

(2) FFL should be linked with dry farming, small and marginal farmers programs and family planning programs, etc.

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APPENDIX

Achievements in Adult Education

lakhs.*

Age Group	1961				1971			
	Literate		Illiterate		Literate		Illiterate	
	NO.	PC.	NO.	PC.	NO.	PC.	NO.	PC.
5-14	336.6	29.5	803.2	70.5	531.0	35.2	976.8	64.8
15-24	263.3	36.0	468.8	64.0	436.5	48.2	469.2	51.8
25-34	192.3	28.5	481.9	71.5	267.9		502.2	65.2
35 +	262.7	22.3	917.7	77.7	378.4	25.2	1,122.9	74.8

FARMERS' FUNCTIONAL LITERACY PROGRAM IN INDIA (EWLP)

PASSING RATES

	Ecuador	Ethiopia	India (Jaipur)	India (Lucknow)	Iran	Sudan	United Republic of Tanzania
WRITING	38-97	50-93	74	71-80	40-100	62-92	
READING	73-100	58-97	96	89-94	10-89	70-97	
ARITHMETIC	2-89	55-91	76	75-80	3-91	40-93	7-17
VOCATIONAL TRAINING	6-95	50-92	85	88-93	------	41-96	